

TOWN AND CITY INC.

Program Study for

THE NEW YORK STATE CHAMBER OF COMMERCE  
COMMITTEE ON LOWER MANHATTAN REDEVELOPMENT

Hugh R. Pomeroy  
S.J. Schulman

January 28, 1957



*Sent to H. K. K. on  
March 1957*

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New York Chamber of Commerce Committee on  
Lower Manhattan Redevelopment

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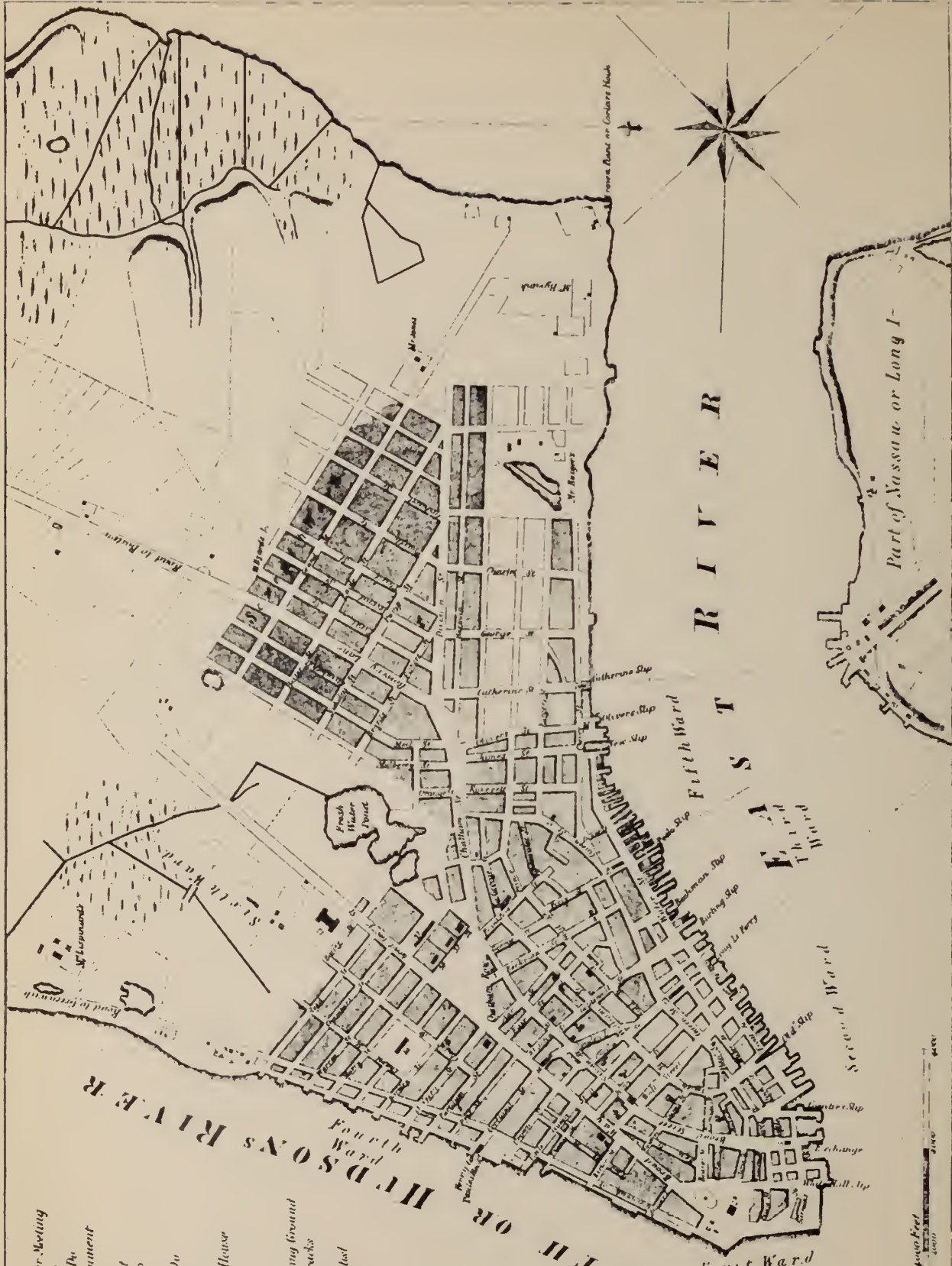




# PLAN OF THE CITY OF NEW YORK

## REFERENCE

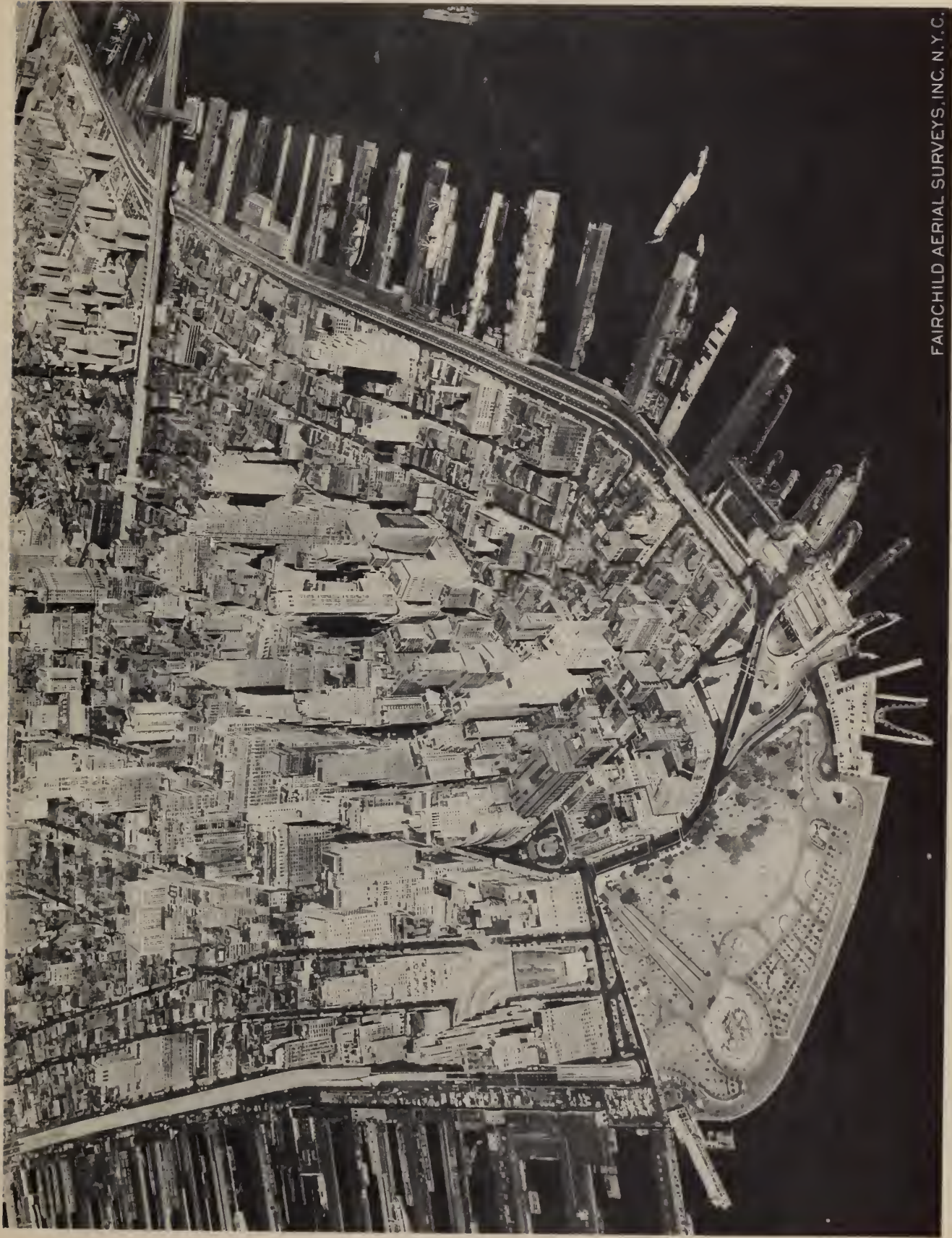
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Scale of 4000 Feet

From the original copy published 1789







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## I. PURPOSE OF THE STUDY





This report presents the results of a study made for the Committee on Lower Manhattan Redevelopment of the New York Chamber of Commerce for the purpose of recommending

- (a) the appropriate scope of the Committee's functions;
- (b) the general outline of a program of activities for the performance of these functions;
- (c) the composition of staff and size of budget necessary to conduct such a program.

It is likely that no study of lower Manhattan could escape some urge to wander from a straight path. Here the fascination of the past, the dynamics of the present, and the challenge of the future conspire in an invitation to romanticize. The temptation is great. This area of two-thirds of a square mile, inhabited by less than one-eightieth of one per cent of the city's population, once housed all the people of New York. The present population is less than at any time in the past three centuries: its over-all density of not much more than one family per gross acre compares, statistically at least, with some of the city's more spacious suburbs.

These inhabitants are the handful of people who have their homes in the area. By day the area is occupied by a third of a million persons, who converge from every direction on lower Manhattan to earn their livelihood there.

Lower Manhattan, progenitor of the vast economic complex of the New York Metropolitan Area, stands today as a remarkable combination of economic contrasts. The financial heart of the entire world is here a close neighbor to such establishments as ship chandleries, which had their origins in the economic life



1. The first part of the paper discusses the importance of the study of the history of the United States. It is argued that a knowledge of the past is essential for a full understanding of the present and for the development of a sound policy for the future. The author points out that the history of the United States is a complex and varied one, and that it is necessary to study it from many different angles in order to gain a complete picture of it.

2. The second part of the paper discusses the role of the government in the development of the United States. It is argued that the government has played a crucial role in the development of the country, and that it is necessary for the government to continue to play this role in the future. The author points out that the government has been responsible for the establishment of the Constitution, the creation of the federal government, and the development of the country's infrastructure.

3. The third part of the paper discusses the role of the individual in the development of the United States. It is argued that the individual has played a crucial role in the development of the country, and that it is necessary for the individual to continue to play this role in the future. The author points out that the individual has been responsible for the establishment of the Constitution, the creation of the federal government, and the development of the country's infrastructure.

4. The fourth part of the paper discusses the role of the future in the development of the United States. It is argued that the future is a crucial part of the development of the country, and that it is necessary for the future to continue to play this role in the future. The author points out that the future has been responsible for the establishment of the Constitution, the creation of the federal government, and the development of the country's infrastructure.

of the city as it was many generations ago. Here second-hand stores stand only a short distance from activities of such economic importance that their sites are valued at upward of fifteen million dollars an acre.

These are dramatic facts, to be sure. They have the warmth of the activities of a tremendously vital community. At the same time, they are indicative of some of the basic problems of the area that will engage the attention of the Committee.

This study has sought to put its finger on enough of the facts about lower Manhattan to make it possible to suggest what activities could most productively make use of the powerful resources of leadership for community action that lie within the Committee. The study is a preliminary one. But it is not merely preliminary to a further study to determine what further studies should be made. It is intended to be preliminary to action -- to a working program for the Committee. At the same time, the Committee will find itself in need of far more information than is contained in this report, since the study undertook to assemble only enough data to indicate an appropriate course of action for the Committee.

The following outline was submitted to the Executive Committee on November 13, last, as a suggested guide for the inquiry to be made and, on being approved, was used as a basis for the study:

1. Suggested delimiting of area, based on criteria of land use, functional relationships, traffic and transit facilities.
2. History and description of area: how and why it evolved, general discussion of present status.



3. Inventory of area: to the extent that data are readily available, a summary of the inventory factors - land use by broad categories, employees by categories, traffic counts, subway passenger movements, automobile parking spaces, all post-war construction.
4. Problems of the area: an analysis of the problems faced by the area - competition from the Midtown-Plaza sections; obsolescence of existing public and private facilities; rent levels; vacancies.
5. Future of the area: some indication of where the area appears to be heading, based on analyses of private and public actions in the recent past and those which have been contemplated; summary of probable effects of non-action; possibilities through positive action.
6. Functions of the Committee; range of choice - from the most passive, through responsible advisory, through the most active (including private investment). Studies of the consequences of each type of participation in shaping the area's future.
7. Next steps: based on considerations raised by (6) above, a suggested program by the Committee, including the engaging of professional services (staff and consulting) which may encompass the broad fields of planning, architecture, engineering, real estate and finance, organization and public relations.

This report presents, in convenient arrangement for consideration, such of the data resulting from the study as were found to be pertinent.

Grateful acknowledgement is due to Mr. James Felt, Chairman of the New York City Planning Commission, and to members of his staff, for the very considerable assistance that they gave to the study by making available much pertinent data.



## II. LIMITS OF THE AREA





Lower Manhattan is absolutely defined on its south, east, and west perimeters by water bodies; its northerly limits for the purpose of other studies of downtown have been taken as lying along or between Fulton Street and Canal Street. It was felt that the former is too constricting a boundary for the purposes of an overall approach to lower Manhattan; it would also exclude certain activities at the north that are relatively closely related to the "hard core" of lower Manhattan. To use Canal Street as the northerly boundary would introduce a host of problems that have minimal relationships to the more southerly areas - e.g., slum clearance and large scale housing development, major warehousing, and textile operations.

In its early consideration of the matter the Executive Committee decided that Chambers Street should be used as the northerly boundary of the area to be covered by the Committee's activities. The studies pursued and the data collected, as presented in this report, have dealt with this area and have tended to justify the validity of its limits: the section north of Chambers Street changes in character from a predominantly office building area to one characterized in increasingly large measure by loft and warehousing operations and by considerable amounts of deteriorated housing. Further, the City Hall-Foley Square civic center grouping is a special functional composite which may be considered separately from surrounding areas and which also acts as a transition between the area to the north and that lying south of Chambers Street. The selection of Chambers Street does not mean, of course, that lower Manhattan should henceforth be viewed hermetically: there will inevitably develop "across the border" situations of concern to the Committee.



III. A FOUNDATION OF FACTS

- A. Employment
- B. Assessed Valuations
- C. Functional Areas and Land Use
- D. Zoning
- E. Post-War Construction
- F. Office Vacancies
- G. Traffic and Transit
- H. Public Improvements



A. Employment

Information on total employment in the area has been secured on a census tract basis, derived from records of the New York State Department of Labor and the New York City Department of City Planning. The numbers of all employees of establishments located in the area are as follows:

ESTIMATED TOTAL EMPLOYMENT IN AREA  
APPROXIMATELY BELOW CHAMBERS STREET  
1950

| Census Tract | Employment |
|--------------|------------|
| 7            | 134,100    |
| 9            | 86,100     |
| 11           | 1,100      |
| 13           | 93,400     |
| 15           | 19,800     |
| 17           | 51,300     |
| 19           | 30,700     |
| 21           | 27,800     |
| 23           | 12,700     |
| T O T A L    | 457,000    |

To obtain the number of persons actually employed in the area, the above total should be reduced by an estimated more than 100,000 in order to take account of firms with their headquarters in lower Manhattan but with part of their employees located elsewhere.

A more refined indication of the character and location of employment in the area is afforded by the following table, which presents data for individual industry groups (based on the Standard Industrial Classification established by the Federal Social Security Board) on a census tract basis. The data were derived from 1950 State



Department of Labor records on firms having 12 or more employees; consequently, they omit the multitude of smaller establishments in the area and, in addition, do not include Government workers. As in the first table, employment is assigned to the address of the firm's headquarters, thus requiring adjustment of totals in order to depict actual employment in the area.





STAND.  
IND'L  
CLASS.

| STAND.<br>IND'L<br>CLASS. | INDUSTRY                               | CENSUS TRACT EMPLOYMENT |       |       |     |     |      |     |      |  |  | TOTAL<br>EMPLOYMENT |       |
|---------------------------|--|-------------------------|-------|-------|-----|-----|------|-----|------|--|--|---------------------|-------|
|                           |  | 7                       | 9     | 13    | 15  | 17  | 19   | 21  | 23   |  |  |                     |       |
| 07                        | Agricultural & Sim. Service Establish. | b                       |       |       |     |     |      |     |      |  |  | b                   | 668   |
| 10                        | Metal Mining                           | 278                     | 71    | 88    | 231 |     |      |     |      |  |  |                     | 55    |
| 12                        | Bituminous Etc. Mining                 |                         |       | 55    |     |     |      |     |      |  |  |                     | 66    |
| 13                        | Crude Petrol.& Nat.Gas Production      |                         |       | 66    |     |     |      |     |      |  |  |                     | 84    |
| 14                        | Non-Metalic Mining & Quarrying         |                         |       | 84    |     |     |      |     |      |  |  |                     | 1195  |
| 15                        | Bldg.Const.Gen.Contractors             | 260                     | 249   | 193   | b   | 91  | 308  | 61  |      |  |  |                     | 2409  |
| 16                        | Gen.Contractors, Other Than Bldg.      | b                       | 200   | 1233  |     | 408 | 172  | 366 |      |  |  |                     | 3469  |
| 17                        | Construction-Special Trade Contrac.    | b                       | 226   | 1554  | 217 | 294 | 89   | 782 | 283  |  |  |                     | 6081  |
| 20                        | Food & Kindred Prod., Mfg.             | 4473                    |       | 1360  | b   | b   | b    | b   | 184  |  |  |                     | b     |
| 21                        | Tobacco Manufactures                   |                         |       |       | b   | b   |      |     |      |  |  |                     | b     |
| 22                        | Textile-Mill Products,                 |                         |       | b     |     | b   |      |     |      |  |  |                     | 56    |
| 23                        | Apparel, Mfg.                          | b                       | 42    | b     | b   | b   |      | 129 | b    |  |  |                     | 255   |
| 24                        | Lumber & Wood Prod. (excl.Furnit) Mfg. |                         | 47    |       |     |     |      |     |      |  |  |                     | 47    |
| 25                        | Furniture & Fixtures, Mfg.             |                         |       |       | b   |     |      |     |      |  |  |                     | b     |
| 27                        | Printing & Publishing                  | 277                     | 369   | 2354  | 977 | 341 | 682  | 874 | 2039 |  |  |                     | 7913  |
| 28                        | Chemicals & Allied Prod., Mfg.         | 208                     | 95    | 2577  |     | 98  | 335  | 90  | 251  |  |  |                     | 3654  |
| 29                        | Products of Petroleum & Coal, Mfg.     | 64                      | 2371  | 180   |     |     |      |     |      |  |  |                     | 2615  |
| 30                        | Rubber Products, Mfg.                  |                         |       |       |     |     |      | b   |      |  |  |                     | b     |
| 31                        | Leather & Leather Products, Mfg.       | 66                      |       |       | 160 | 51  |      | 65  | b    |  |  |                     | 366   |
| 32                        | Stone, Clay & Glass Products, Mfg.     |                         | 40    | 39    | b   | 181 |      | b   | b    |  |  |                     | 337   |
| 33                        | Primary Metal Industries, Mfg.         | 1869                    |       | 435   |     | 270 |      | b   |      |  |  |                     | 2599  |
| 34                        | Fabricated Metal Products, Mfg.        | b                       |       | 53    | 197 | 74  |      | 102 |      |  |  |                     | 450   |
| 35                        | Machinery (Exc.Electrical) Mfg.        |                         |       | 64    | 99  | b   |      | 62  | b    |  |  |                     | 768   |
| 36                        | Electrical Machinery, Mfg.             | b                       | 100   | 68    |     |     | 513  | 62  | 330  |  |  |                     | 623   |
| 37                        | Transportation Equipment, Mfg.         |                         | 93    | 1763  |     |     | 580  |     |      |  |  |                     | 2436  |
| 38                        | Prof.,Scien.,Contrd.Equip.etc.,Mfg.    |                         | 40    |       | 62  | 274 |      | 54  | b    |  |  |                     | 456   |
| 39                        | Miscellaneous Manuf.Industries         |                         |       | 172   | 197 | 296 | 37   | 103 | b    |  |  |                     | 831   |
| 42                        | Trucking & Warehousing for Hire        | 175                     | 1069  | 454   | 58  | b   | 142  | b   | 130  |  |  |                     | 2062  |
| 43                        | Other Transportation, Exc.Water        |                         | 303   |       |     |     |      |     |      |  |  |                     | 303   |
| 44                        | Water Transportation                   | 5443                    | 15016 | 25211 | 37  |     | 767  |     | b    |  |  |                     | 46517 |
| 45                        | Services Allied to Transp. N.E.C.      | 3599                    | 15093 | 10456 | 57  |     | 60   |     | b    |  |  |                     | 29281 |
| 46                        | Communications;Teleph.Telegr.Rel.Serv. | 151                     | 3091  | 92    |     | 993 | 6218 | 145 | 4306 |  |  |                     | 14996 |



<sup>a</sup>  
EMPLOYMENT IN FIRMS WITH 12 OR MORE WORKERS IN AREA APPROXIMATELY  
BELOW CHAMBERS STREET, 1950

| STAND.<br>IND'L<br>CLASS. | INDUSTRY   | CENSUS TRACT EMPLOYMENT |      |      |      |       |      |      |     | 23   | 21 | TOTAL<br>EMPLOYMENT |
|---------------------------|--|-------------------------|------|------|------|-------|------|------|-----|------|----|---------------------|
|                           |  | 7                       | 9    | 13   | 15   | 17    | 19   |      |     |      |    |                     |
| 48                        | Utilities: Electric & Gas                            | b                       | 205  |      |      |       |      |      |     |      |    | 228                 |
| 49                        | Local Util. & Local Pub.Serv.,N.E.C.                 | b                       | 52   |      |      |       |      |      |     |      |    | 263                 |
| 50                        | Full Serv.& Lim.Function Wholesalers                 | 3390                    | 1430 | 1724 | 1411 | 872   | 187  | 1477 | 192 | 1033 |    | 12324               |
| 51                        | Wholesale Distr.,Other Th.Full Serv.<br>& Lim. Func. | 3257                    | 3772 | 5740 | 158  | 643   | 5171 | 2578 | 192 |      |    | 21511               |
| 52                        | Wholesale & Retail Trade Comb.,N.E.C.                | b                       | 111  | 133  |      | 303   | 56   | 57   | b   |      |    | 674                 |
| 53                        | Retail General Merchandise                           | 85                      | b    |      | 61   | 851   | 227  | 75   |     |      |    | 1294                |
| 54                        | Retail Food & Liquor Stores                          |                         |      |      |      | b     | 76   |      | 67  |      |    | 216                 |
| 55                        | Retail Automotive                                    | 41                      |      |      |      |       |      |      |     |      |    | 41                  |
| 56                        | Retail Apparel & Accessories                         | b                       | b    | 40   |      | 140   | 94   | 244  |     |      |    | 558                 |
| 57                        | Retail Trade, N. E. C.                               | 68                      | 177  | 132  | b    | 458   | 920  | 324  |     |      |    | 2105                |
| 58                        | Eating & Drinking places                             | 2713                    | 1320 | 1223 | 86   | 1723  | 779  | 169  | 150 |      |    | 8163                |
| 59                        | Retail Filling Stations                              | b                       |      |      |      |       |      |      |     |      |    | b                   |
| 60                        | Banks & Trust Companies                              | 35832                   | 6342 | 1118 |      | 269   | 2410 | 229  |     |      |    | 46200               |
| 61                        | Security Agencies, N. E. C.                          | 18833                   | 3301 | 3137 |      | 95    | b    |      |     |      |    | 25401               |
| 62                        | Finance Agencies, N. E. C.                           | 779                     | 826  | 668  |      | 132   | 154  | 68   | 175 |      |    | 2802                |
| 63                        | Insurance Carriers                                   | 3933                    | 82   | 1242 | 7043 | 19490 | 195  | 966  |     |      |    | 32951               |
| 64                        | Insur. Agents, Brokers & Services                    | 2418                    | 173  | 135  | 2988 | 3796  | 67   | 152  |     |      |    | 9729                |
| 65                        | Real Estate  | 4101                    | 1382 | 1798 | 182  | 1603  | 698  | 606  |     |      |    | 10370               |
| 66                        | Real Estate, Ins., Loans, Ant.Comb.Law               | 268                     |      | 47   |      | b     | 102  |      |     |      |    | 429                 |
| 67                        | Holding Companies (Exc.Re.Est.)                      | 550                     | 455  | 383  |      | b     | 618  |      | b   |      |    | 2024                |
| 70                        | Hotels, Rooming Houses, Camps, etc.                  | 117                     |      |      |      | b     |      |      | b   |      |    | 149                 |
| 72                        | Personal Services                                    | 52                      | 94   | b    |      | 56    | b    | b    |     |      |    | 268                 |
| 73                        | Business Services, N.E.C.                            | 2491                    | 2939 | 3516 | 106  | 1237  | 658  | 2422 | 184 |      |    | 13553               |
| 74                        | Employ. Agen. & Commer.& Trade Sch.                  |                         | 411  | b    | 52   |       | 44   | 87   | 49  |      |    | 656                 |
| 75                        | Automobile Repair Services & Garages                 | b                       | b    |      | b    |       | b    |      |     |      |    | 46                  |
| 76                        | Miscell. Repair Serv. & Hand Trades                  |                         | 44   |      |      | 71    | b    |      |     |      |    | 150                 |
| 78                        | Motion Pictures                                      |                         | 169  |      |      |       |      |      |     |      |    | 169                 |
| 79                        | Amusement & Recreation & Rel.Serv.N.E.C.             |                         |      | 363  |      | 79    |      |      |     |      |    | 442                 |



<sup>a</sup>  
EMPLOYMENT IN FIRMS WITH 12 OR MORE WORKERS IN AREA APPROXIMATELY  
BELOW CHAMBERS STREET, 1950

| STAND.<br>IND'L<br>CLASS. | INDUSTRY                            | CENSUS TRACT EMPLOYMENT |       |       |       |       |       |       |      | TOTAL<br>EMPLOYMENT |
|---------------------------|-------------------------------------|-------------------------|-------|-------|-------|-------|-------|-------|------|---------------------|
|                           |                                     | 7                       | 9     | 13    | 15    | 17    | 19    | 21    | 23   |                     |
| 80                        | Medical & Other Health Services     | b                       | b     |       |       |       |       |       |      | b                   |
| 81                        | Law Offices & Related Services      | 4624                    | 883   | 677   | 147   | 220   | 201   | 64    |      | 6816                |
| 82                        | Educational Institutions & Agencies | 39                      |       |       |       |       |       |       |      | 39                  |
| 83                        | Oth.Prof.& Soc.Serv.Agen.& Instit.  | 734                     | 336   | 1725  | b     | 353   | 159   | 1049  |      | 4385                |
| 86                        | Non Profit Membership Organizations | b                       | 143   | 101   | b     | 308   | b     | 140   |      | 746                 |
| 90                        | Private Households                  | 486                     | 244   | 76    | b     |       | b     |       |      | 839                 |
| 99                        | Establishments - N. E. C.           | b                       |       |       |       |       |       |       |      | b                   |
| <hr/>                     |                                     |                         |       |       |       |       |       |       |      |                     |
| TOTAL                     |                                     | 101963                  | 63478 | 72599 | 14784 | 36232 | 23708 | 13756 | 9750 | 336295              |

(a) Excludes Government employment and employment in firms not covered by the New York State Unemployment Insurance Law.

(b) 36 or less employees.

Source: New York State Department of Labor





A closer look at the previous table reveals that the "big 5" in terms of major employment groups are:

|                                       |        |
|---------------------------------------|--------|
| Water Transportation                  | 46,517 |
| Banks & Trust Companies               | 46,200 |
| Insurance Carriers                    | 32,951 |
| Services Allied to Transportation     | 29,281 |
| Security Dealers & Investment Banking | 25,401 |

These employment groups represent over half of the total employment in the area. Another significant group, of a character different from those noted above, is that of wholesaling, which represents about ten per cent of total employment in the area; another ten per cent is accounted for by all the manufacturing and industrial establishments.

Another manner of viewing employment in the area and the nature of the employing establishments is afforded by the following tables, which note by industry group the 123 firms with 500 or more employees on their payrolls (as of March 1955), totaling 253,250 workers; it is estimated that about 75,000 such employees actually work outside the area, so that these establishments employ about half of all workers in the area. It might be noted in passing that these major establishments represent the prime source of support for, and participation in, the work of the Committee.



NON-MANUFACTURING FIRMS SOUTH OF CHAMBERS STREET WITH 500 OR MORE EMPLOYEES

| <u>Industrial Classification Code</u> |  | <u>No. Firms With 500 or More Employees</u> |
|---------------------------------------|--|---|
| 16                                    | General Contracting other than Building                              | 1   |
| 42,45                                 | Trucking, Warehousing & Services Allied to Transportation            | 14  |
| 44                                    | Water Transportation   | 17  |
| 46                                    | Communication: Telegraph & Telephone & Related                       | 7   |
| 50,51                                 | Full Service & Limited Function Wholesalers & Wholesale Distributors | 13  |
| 53                                    | Retail General Merchandise   | 3   |
| 57,58                                 | Retail Trade & Eating & Drinking Places                              | 3   |
| 60,67                                 | Banks, Trust and Holding Companies                                   | 15  |
| 61                                    | Security Dealers & Investment Banking                                | 6   |
| 63,64                                 | Insurance Carriers, Agents, Brokers & Services                       | 22  |
| 73,83                                 | Business and Professional Services                                   | 6   |
| TOTAL                                 |  | 107   |

ESTIMATED TOTAL EMPLOYMENT. . . . . 235,750

Source: New York State Department of Labor  
New York City Department of City Planning

Note: Some firms reported all New York payrolls including employees not actually employed south of Chambers Street. No detailed breakdown available.



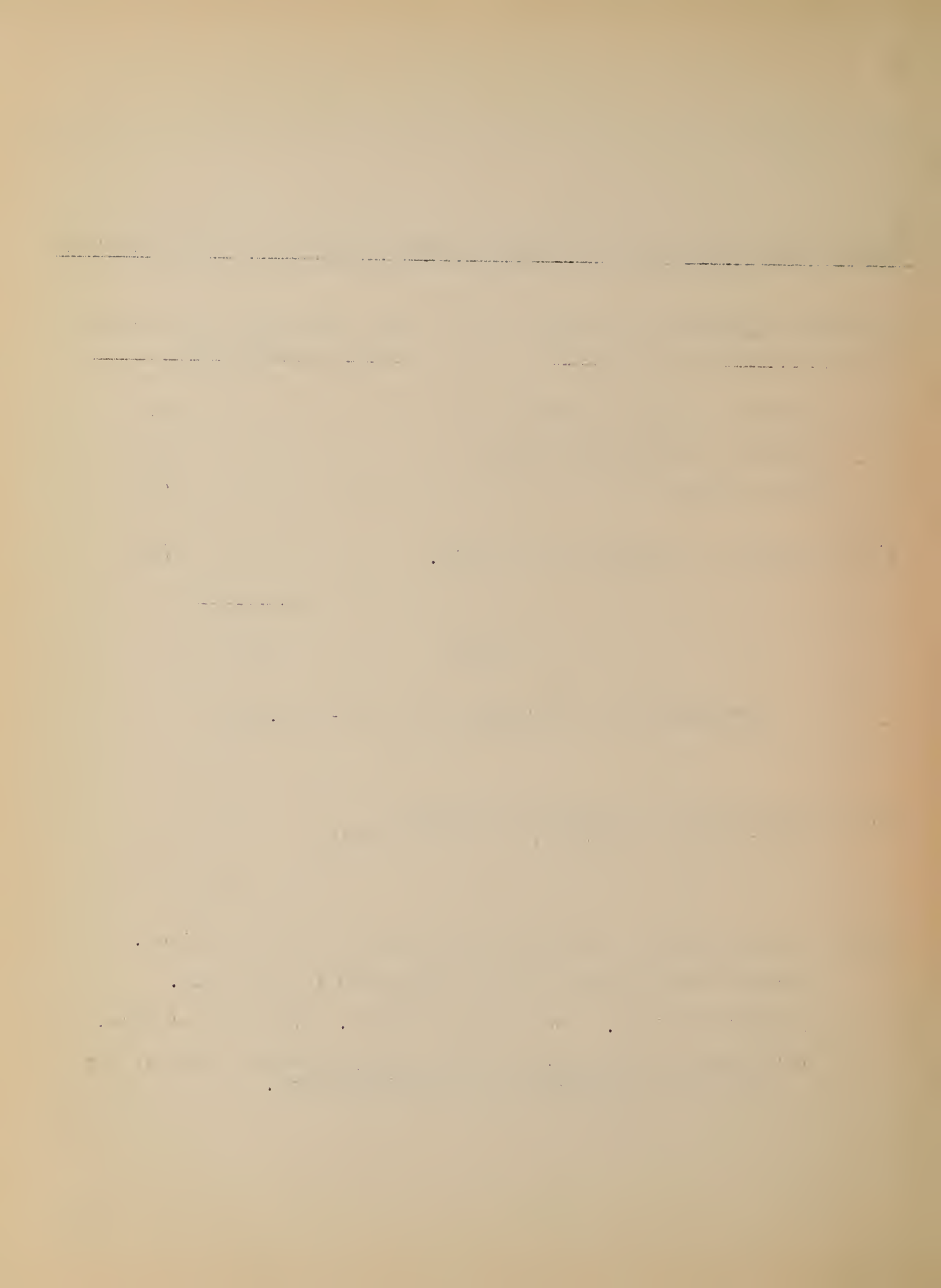
MANUFACTURING FIRMS SOUTH OF CHAMBERS STREET WITH 500 OR MORE EMPLOYEES

| <u>Industrial Classification Code</u>            | <u>No. Firms With 500 or More Employees</u> |
|--|---|
| 20 Food and Kindred Products                     | 4 (a)                                       |
| 27 Printing, Publishing & Allied                 | 5 (b)                                       |
| 33 Primary Metal                                 | 3 (c)                                       |
| 35,36,<br>& 37 Machinery & Transportation Equip. | 4 (d)                                       |
|  | <hr/>                                       |
| TOTAL  | 16  |

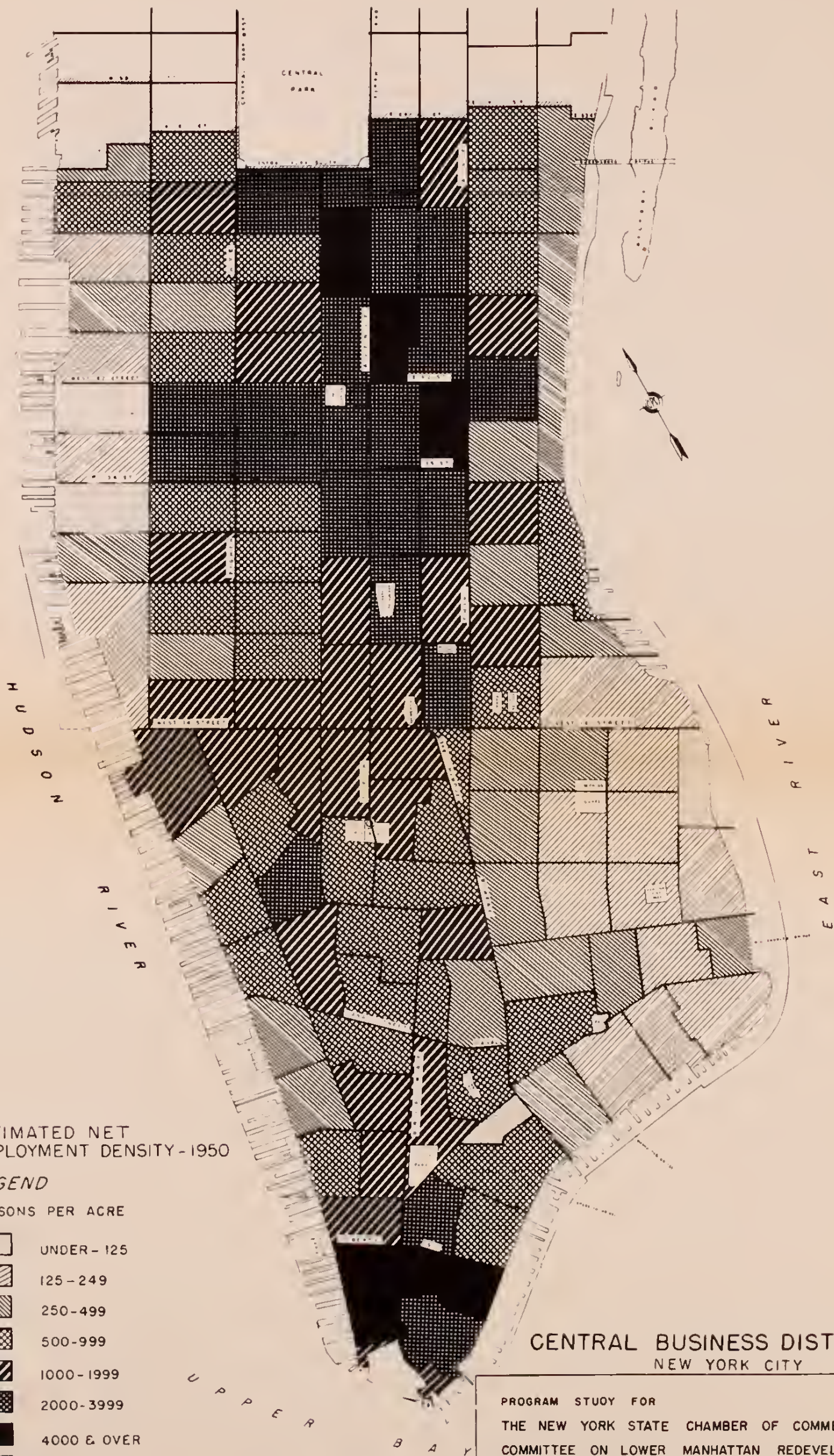
ESTIMATED TOTAL EMPLOYMENT ----- 17,500

Source: New York State Department of Labor  
New York City Department of City Planning

Notes: (a) All New York City Payrolls reported for three firms.  
(b) All New York City Payrolls reported for one firm.  
(c) Main offices. One plant in Queens, others out of town.  
(d) General office for one firm, administrative payrolls for two, and all payrolls for remaining firm.













ESTIMATED NET  
EMPLOYMENT DENSITY - 1950

LEGEND

PERSONS PER ACRE

-  UNDER - 125
-  125 - 249
-  250 - 499
-  500 - 999
-  1000 - 1999
-  2000 - 3999
-  4000 & OVER
-  PARKS

CENTRAL BUSINESS DISTRICT  
NEW YORK CITY

PROGRAM STUDY FOR  
THE NEW YORK STATE CHAMBER OF COMMERCE  
COMMITTEE ON LOWER MANHATTAN REDEVELOPMENT  
Hugh R Pomeroy  
S J Schulman  
JANUARY 1957





## B. Assessed Valuations

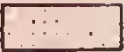






The current total assessed valuation for the area as a whole is approximately \$858,000,000, of which \$101,000,000 (or 12%) is represented by tax exempt properties. Total annual City income from real estate taxes alone is about \$30,000,000.

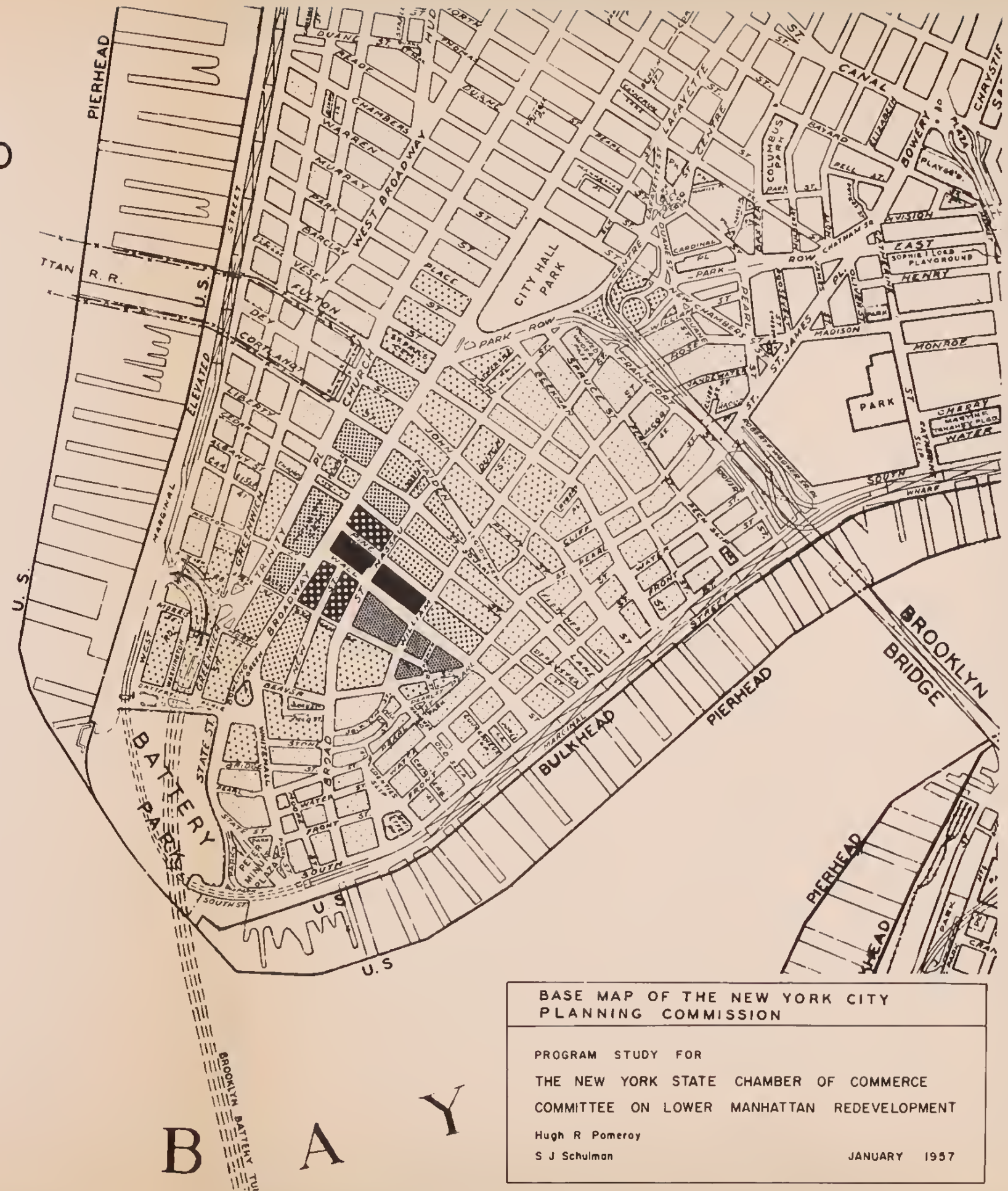
Total assessed valuations (i.e., including exempt properties) have been computed on a square foot basis for both land and total (land plus improvements) for each block, and are mapped as shown. The pattern is one of great variation in values, ranging from the peak total values in the core of about \$700 per square foot to less than \$10 at the periphery. Those peripheral lands which are at the lowest assessments are unquestionably the portions of the area most vulnerable to deterioration and change, and thus desirably subject to redevelopment.



# ASSESSED VALUATIONS - LAND

DOLLARS PER SQUARE FOOT

|   |           |
|---|-----------|
|    | 0 - 49    |
|    | 50-99     |
|    | 100-149   |
|    | 150 - 199 |
|    | 200-249   |
|    | 250-299   |
|  | OVER 300  |



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BASE MAP OF THE NEW YORK CITY  
PLANNING COMMISSION

PROGRAM STUDY FOR  
THE NEW YORK STATE CHAMBER OF COMMERCE  
COMMITTEE ON LOWER MANHATTAN REDEVELOPMENT

Hugh R Pomeroy  
S J Schulman

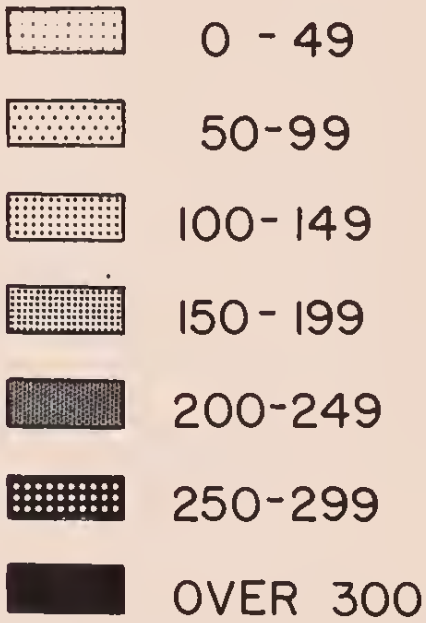
JANUARY 1957





# ASSESSED VALUATIONS LAND & IMPROVEMENTS

DOLLARS PER SQUARE FOOT



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BASE MAP OF THE NEW YORK CITY  
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S J Schulman

JANUARY 1957





### C. Functional Areas and Land Use

The foregoing data on employment and assessed valuations combine to suggest the considerable diversity of economic activity that obtains within lower Manhattan: the area is by no means a monolithic economic entity having a unified set of interrelated functions. The accompanying map represents a crude attempt to define spatially the various ways in which the land is being utilized according to major classes of economic activity. The activities for which the area is most notable - banking, insurance, shipping - occupy a relatively small area, coinciding, of course, with the highest land values. The periphery is characterized by a number of functions which seemingly have but slight relationship to the area's center, although historically viewed there are in some instances valid rationales for such patterns of location - for example, the marine supplies (ship chandlers, etc.) vis-a-vis the shipping companies.

The map of these functional areas can not possibly show the considerable dispersion of the myriad of economic activities that are not as highly localized as those mapped: e.g., all kinds of warehousing, trucking, wholesaling, retail shops, small machinery shops, electrical equipment stores, new and used office furniture stores, general loft manufacturing, and others. The extent of these other activities, in many cases functionally dissociated from the financial and insurance community, is amply illustrated by the data on employment.

The map of existing land uses depicts in generalized form the following major categories, which occupy the total acreages listed:



|   |           |
|---|-----------|
| Offices and stores                      | 90        |
| Warehouse, loft, & light industry       | 78        |
| Automotive storage and service          | 5         |
| Heavy or objectionable industry         | 5         |
| Walk-up multiple dwellings              | 6         |
| Public buildings & private institutions | 14        |
| Parks                                   | 31        |
| Vacant                                  | <u>4</u>  |
| TOTAL                                   | 233 acres |

The figure of 233 acres represents the net area - i.e., excluding streets, which represent about 45% of the total land area. (This high percentage results from the considerable amount of land used for arterial traffic facilities.) It will be noted from the above tabulation that office and store uses utilize less than 40% of the net land, primarily in the center of the area. Most of the remainder (warehouse, loft, light and heavy industry, automotive, residential) forms the periphery of lower Manhattan.





# FUNCTIONAL AREAS

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BASE MAP OF THE NEW YORK CITY  
PLANNING COMMISSION

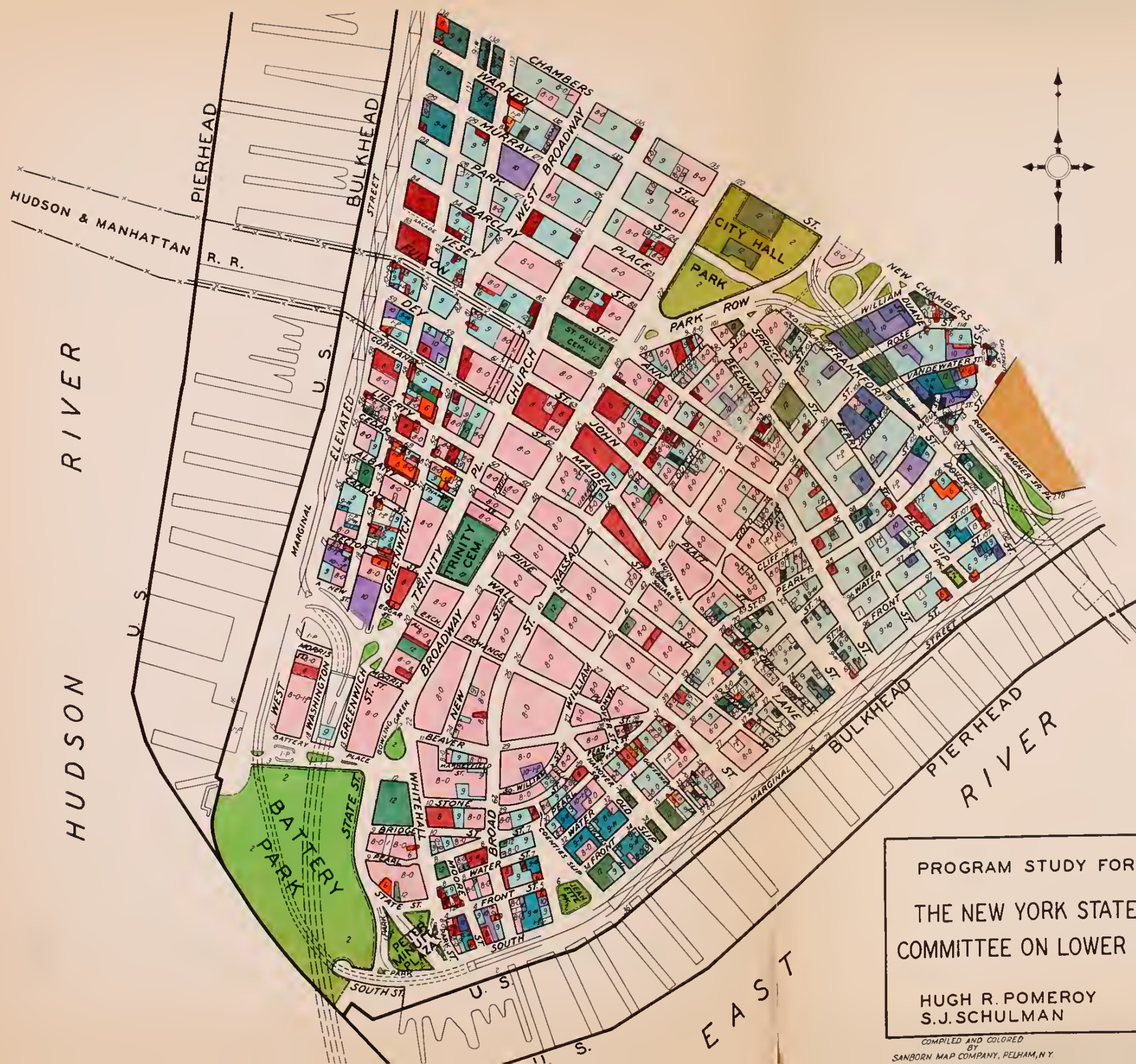
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S. J. Schulman

JANUARY 1957







## LAND USE 1955-56

### OPEN LAND USES

- VACANT LAND
- LICENSED PARKING LOT
- PARK & OUTDOOR RECREATION

### RESIDENTIAL USES

- TWO FAMILY
- WALK-UP MULTIPLE
- ELEVATOR MULTIPLE
- GROUND FLOOR RETAIL

### NON-RESIDENTIAL USES

- COMMERCIAL & RETAIL
- OFFICE
- LIGHT INDUSTRY
- WAREHOUSE & STORAGE YARD
- AUTOMOTIVE STORAGE & SERVICE
- HEAVY INDUSTRY
- PUBLIC & PRIVATE INSTITUTIONS

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HUGH R. POMEROY  
S.J. SCHULMAN

JANUARY, 1957

COMPILED AND COLORED  
BY  
SANBORN MAP COMPANY, PELHAM, N.Y.

FROM MAP ORIGINALLY PREPARED  
FOR  
NEW YORK CITY PLANNING COMMISSION





#### D. Zoning

Lower Manhattan occupies a special niche in the literature of planning and zoning, since the construction of the Equitable Building (120 Broadway) was one of the major factors which precipitated in 1916 the enactment of the first comprehensive municipal zoning law in the nation. The Equitable Building's design followed the pattern of development prevalent at that time, and rose from the ground a sheer forty-four stories without any setbacks; fronting on narrow side streets, it acted to deprive surrounding structures of adequate access to light and air. Its construction stirred up considerable public discussion as to the necessity for limiting the right of private property owners to develop their parcels without due regard for adjoining properties. The concept of building bulk control in New York City was implemented in the first zoning law (still in force today in its same general framework, though with very considerable modification as a result of numerous amendments) by establishing: limitations on the percentage of the lot which may be covered by structures; height limits expressed as multiples of the widths of fronting streets; and setbacks (front and rear) beyond such height limits. It is the setback feature, of course, that has resulted in the characteristic "wedding cake" form of major buildings constructed since the initiation of zoning.

Almost coincidentally with the construction of the Equitable Building was the movement up lower Fifth Avenue of segments of the textile industry. This created considerable alarm among those concerned with protecting the fine Fifth Avenue mansions of the day from intrusion by industry. And so was generated the idea that, in addition



to controlling the bulk of buildings, there should be limitations on the uses to which land might be put. The first form of the City's zoning law provided for only three use districts - residential, business, unrestricted. Since then there have been various other use districts added in order more properly to cope with the wide range of possible development and to permit a finer gradation of control. From the standpoint of bulk control, lower Manhattan is the most loosely regulated section of the city, i.e., the bulkiest buildings may be erected in this area. The controls are so loose as to be only partially operative, as illustrated by the fact that few of the recently completed structures in the area are nearly as bulky as would be permitted by filling the "zoning envelope", as defined by present regulations. The reasons for this situation are largely intrinsic in the economics of office building construction, potential rent levels, and land costs.

With respect to permitted uses in the area, the map of existing zoning depicts a situation analogous to that of the looseness of the control of bulk. It will be noted that the major use district for the center of the area is designated "Business"; both riverfronts, for a depth of a minimum of three blocks and considerably more in other cases, are zoned "Unrestricted". The regulations for the latter district are extremely simple, and are amply described by the district's name: any use, from abbatoir to smelting plant, could locate without restriction in such a district. The "Business" district is designed generally for major commercial areas, and does not permit extensive manufacturing operations or the most offensive kinds of uses (as an extreme example, fat rendering). It does,



however, permit most kinds of loft manufacturing to the extent of 25% of the total floor space in each building. The map also shows certain portions of the area as being mapped in the "Retail" and "Manufacturing" classifications; these are, respectively, more restricted versions of the "Business" and "Unrestricted" districts.





In 1950, the City received an extensive report from consultants on a plan for comprehensive rezoning. That report has not been acted on in its entirety, although certain features have been separately incorporated into the framework of the original zoning law. There is presently under way a study by another consultant to revise and up-date the 1950 effort. The accompanying map shows in generalized form the 1950 use district recommendations for lower Manhattan. The nomenclature is quite different from that described above, and the regulations are considerably more complex, so that it is not possible briefly to describe the nature of each of the district regulations. The significant feature to be observed, however, is the very considerable contraction proposed for manufacturing and industrial uses - still primarily along the waterfronts - and, conversely, the expanded delineation of commercial and retail type uses.

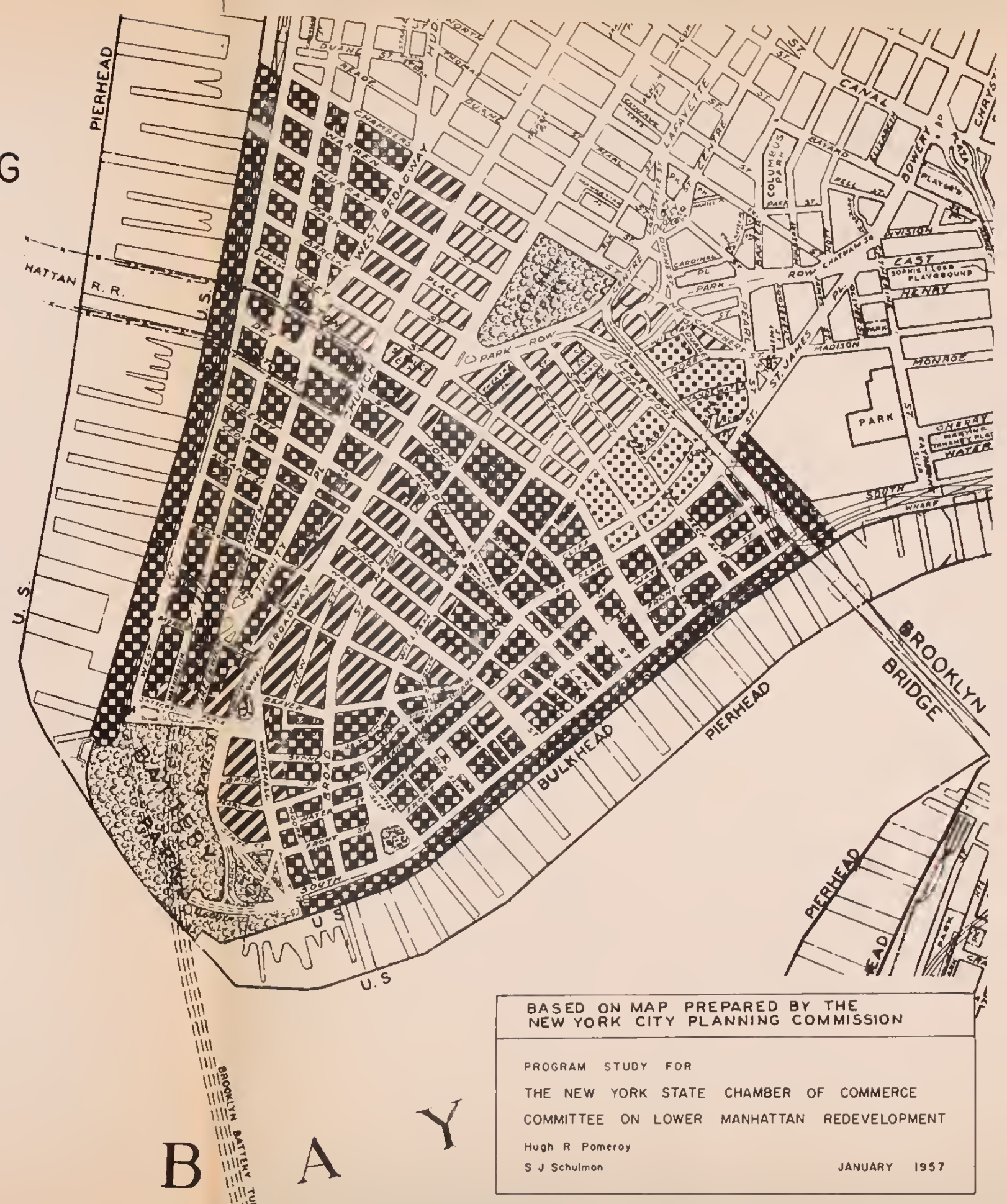




# EXISTING ZONING

## USE DISTRICTS

-  RETAIL
-  BUSINESS
-  MANUFACTURING
-  UNRESTRICTED
-  PARKS



BASED ON MAP PREPARED BY THE  
NEW YORK CITY PLANNING COMMISSION

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Hugh R. Pomeroy  
S. J. Schulman

JANUARY 1957





# PROPOSED ZONING<sup>©</sup> - 1950

-  RESTRICTED COMMERCIAL
-  CENTRAL COM'L. - WHOLESALE
-  GENERAL MANUFACTURING
-  INDUSTRIAL - MANUFACTURING
-  PARKS

<sup>©</sup> By City's Zoning Consultants

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FROM MAPS ORIGINALLY PREPARED FOR  
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#### E. Post-War Construction

Since the end of the war, the Manhattan office-building boom has been concentrated primarily in the Midtown-Plaza sections, thereby introducing a major element of locational competition to lower Manhattan. However, downtown has in an absolute sense likewise experienced considerable new construction, though relatively minor compared with uptown. The accompanying map and tabulation depict the extent of this activity. The pattern of new development has been in the direction of concentrating in the hard core and generally avoiding the edges.

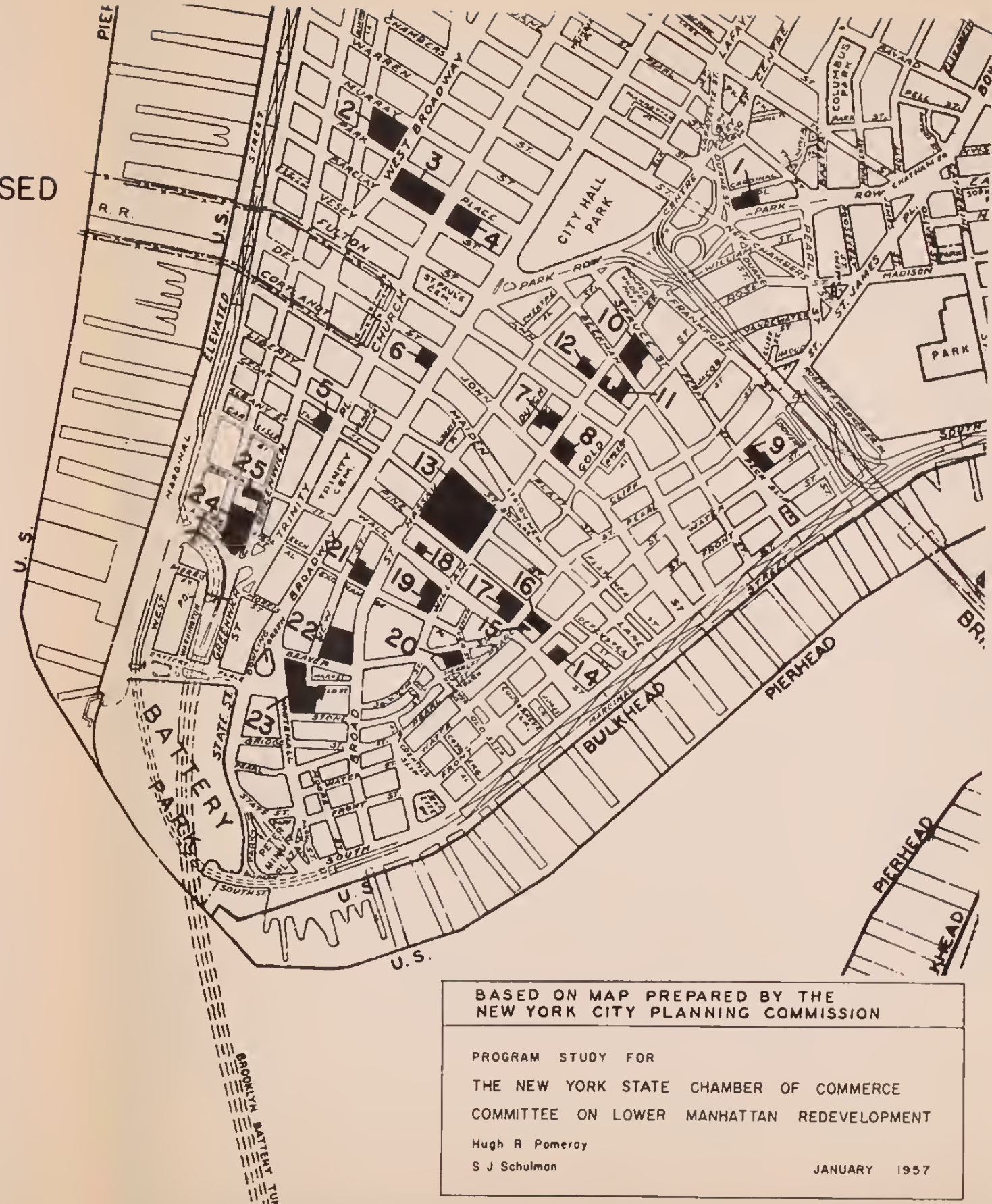




# POST - WAR CONSTRUCTION

■ EXISTING, UNDER CONSTRUCTION, & PROPOSED

- 1 NEW YORK CITY EXECUTIVE BUILDING
- 2 U.S. TRUCKING COMPANY GARAGE
- 3 100 CHURCH STREET
- 4 99 CHURCH STREET - DUN & BRADSTREET
- 5 N.Y.U. GRADUATE SCHL. OF BUSINESS
- 6 185 BROADWAY
- 7 123 WILLIAM STREET
- 8 110 WILLIAM STREET
- 9 U.S. POST OFFICE - PECK SLIP STA.
- 10 BEEKMAN DOWNTOWN HOSPITAL
- 11 156 WILLIAM STREET EXTN.
- 12 161 WILLIAM STREET
- 13 CHASE MANHATTAN BANK
- 14 100 WALL STREET - NATIONAL SUGAR
- 15 80 WALL STREET - INTERNATIONAL BLDG.
- 16 79 PINE STREET - COFFEE & SUGAR EXCHNGE.
- 17 72 WALL STREET
- 18 30 WALL STREET - SEAMEN'S BANK
- 19 45 WALL STREET - ATLANTIC BLDG.
- 20 66-74 BEAVER STREET
- 21 20 BROAD STREET
- 22 60 BROAD STREET
- 23 2 BROADWAY - PRODUCE EXCHANGE
- 24 75 WASHINGTON STREET - BATTERY GARAGE
- 25 19 RECTOR STREET





## F. Office Vacancies

In an effort to obtain an indication of the area's resiliency with respect to adverse economic factors, in comparison with other sections of Manhattan, data have been secured from the Real Estate Board of New York on above-grade office building vacancies for the period 1925-56 for various districts of Manhattan. The accompanying chart, map, and table present these data.

It will be noted that in the early and middle Thirties the Financial and Insurance districts (which include the major office building locations of lower Manhattan) fared relatively well in comparison with the Grand Central and Plaza districts - although, of course, the impact of the depression was severe in all sections. Beginning with the end of the Thirties, however, the latter two districts appeared to exhibit greater powers of recovery. The data for the war and post-war years are not so sharply indicative by reason of the considerably lesser range of vacancies, but the lower Manhattan districts continue to show generally higher vacancies than the comparable uptown areas.

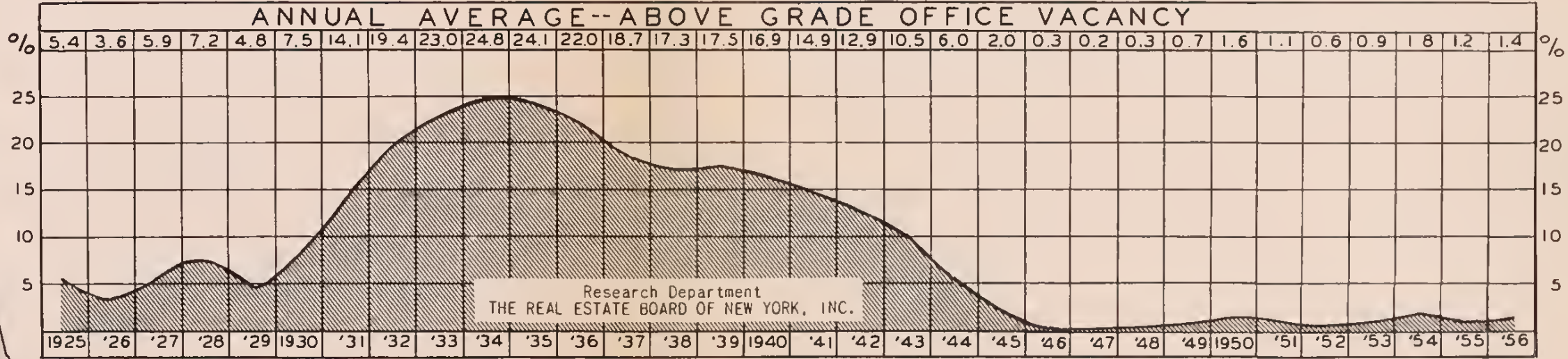
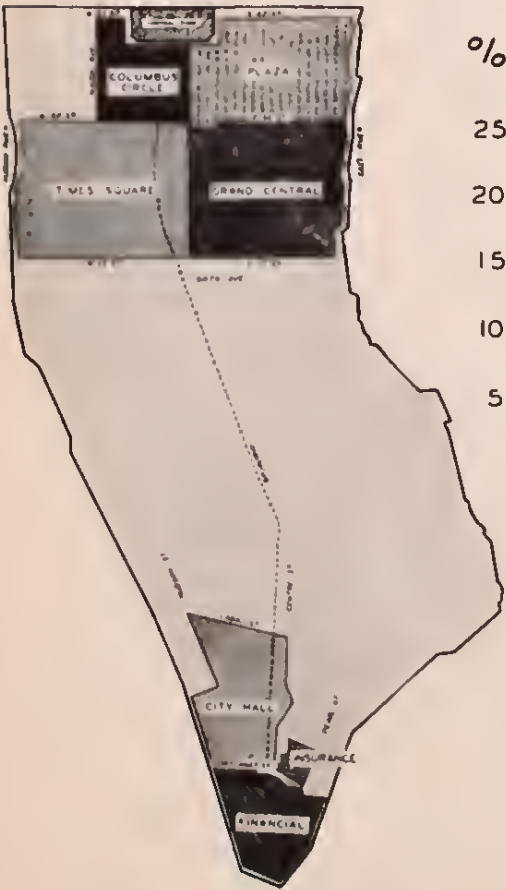




OFFICE VACANCIES (%) IN MANHATTAN - ABOVE GRADE - 1925-1956 Source: Real Estate Board of N. Y.

| DISTRICT        | 1925 | 1926 | 1927 | 1928 | 1929 | 1930 | 1931 | 1932 | 1933 | 1934 | 1935 | 1936 | 1937 | 1938 | 1939 | 1940 | 1941 | 1942 | 1943 | 1944 | 1945 | 1946 | 1947 | 1948 | 1949 | 1950 | 1951 | 1952 | 1953 | 1954 | 1955 | 1956 |
|-----------------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|
| Financial*      | 5.0  | 3.2  | 4.4  | 5.9  | 1.2  | 4.4  | 13.1 | 17.9 | 21.7 | 21.4 | 21.7 | 20.4 | 17.0 | 18.6 | 19.5 | 18.1 | 16.0 | 14.0 | 11.8 | 9.8  | 3.1  | 0.4  | 0.2  | 0.6  | 1.3  | 3.2  | 2.2  | 1.0  | 1.0  | 2.0  | 1.7  | 0.7  |
| Insurance       |      |      |      |      |      | 3.0  | 14.9 | 16.7 | 23.8 | 23.8 | 22.6 | 21.1 | 19.3 | 16.2 | 16.7 | 15.8 | 13.7 | 11.7 | 11.0 | 8.7  | 4.5  | 0.2  | 0.0  | 0.1  | 0.0  | 0.3  | 0.3  | 0.8  | 0.9  | 1.0  | 0.6  | 0.8  |
| City Hall*      |      |      |      |      | 4.1  | 11.2 | 13.2 | 16.9 | 23.1 | 21.4 | 24.7 | 21.8 | 20.0 | 18.9 | 17.7 | 15.6 | 16.5 | 14.0 | 12.9 | 9.3  | 4.2  | 0.1  | 1.7  | 0.4  | 1.2  | 2.4  | 1.7  | 1.0  | 1.6  | 2.4  | 3.3  | 5.5  |
| Grand Central   | 8.1  | 3.8  | 4.9  | 9.8  | 8.5  | 12.0 | 17.3 | 21.9 | 25.3 | 29.1 | 27.8 | 24.9 | 21.0 | 19.9 | 19.0 | 18.2 | 16.6 | 12.0 | 10.1 | 6.6  | 0.8  | 0.0  | 0.0  | 0.0  | 0.2  | 1.6  | 0.3  | 0.6  | 0.6  | 1.6  | 0.7  | 0.5  |
| Plaza           |      |      |      |      | 8.0  | 24.7 | 42.3 | 45.1 | 39.4 | 34.3 | 37.2 | 23.4 | 17.2 | 12.3 | 9.8  | 12.8 | 9.5  | 6.5  | 6.6  | 3.0  | 0.0  | 0.0  | 0.0  | 0.1  | 0.0  | 1.1  | 0.6  | 0.2  | 0.4  | 1.5  | 0.6  | 0.1  |
| Times Square    |      |      |      |      |      |      |      |      | 28.0 | 21.3 | 17.5 | 13.5 | 12.7 | 9.9  | 11.3 | 11.3 | 10.1 | 8.9  | 7.8  | 5.2  | 0.4  | 0.0  | 0.0  | 0.2  | 0.9  | 0.5  | 0.9  | 0.4  | 0.9  | 1.8  | 1.6  | 1.3  |
| Columbus Circle |      |      |      |      | 14.0 | 8.2  | 12.8 | 19.3 | 22.4 | 26.7 | 25.4 | 26.9 | 23.5 | 23.7 | 21.0 | 28.0 | 19.1 | 17.7 | 17.2 | 9.3  | 0.0  | 0.0  | 0.0  | 0.1  | 0.7  | 2.3  | 0.4  | 0.3  | 0.6  | 0.6  | 1.3  | 14.0 |
| ALL DISTRICTS   | 6.0  | 3.4  | 4.6  | 7.4  | 5.0  | 8.9  | 16.4 | 20.3 | 24.2 | 25.2 | 25.1 | 22.0 | 18.5 | 17.7 | 17.5 | 17.0 | 15.2 | 12.9 | 10.7 | 7.7  | 1.8  | 0.2  | 0.2  | 0.3  | 0.7  | 2.0  | 1.1  | 0.7  | 0.9  | 1.8  | 1.2  | 1.4  |

\*City Hall separated from Financial district as of 5/1/29



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## G. Traffic and Transit

Data have been compiled on passenger movements on a typical day for each subway station in the area. The twenty-four hour total is 382,656, or a total of about 190,000 for in-and-out movements, less some reduction to take account of intra-area trips.

The automobile is a virtually negligible mode of transportation for persons employed in the area. There is a total of 6,549 off-street parking spaces in licensed lots or garages, as follows:

### PARKING CAPACITY SOUTH OF CHAMBERS ST.

---

|                   |       |        |
|-------------------|-------|--------|
| Parking Lots (61) | 3,169 | spaces |
| Garages (19)      | 3,380 |        |

---

TOTAL 6,549 spaces

This represents approximately 10,000 persons who bring their automobiles into the area, for whatever purpose.

The trips of the remaining 125,000-150,000 persons employed in the area are accounted for by the commuter lines from New Jersey, the various bus lines, and the ferry lines. No data on these modes of transportation have been obtained.

Probably the most meaningful matter of concern for the Committee in respect to traffic and transit is that of the subway facilities. Emphasis is placed on the subways since they represent the most significant mode of transportation making lower Manhattan accessible to the vast labor market that it requires. A consideration associated with transit was raised in a meeting during the Spring of 1956 by the Mayor and the Chairman of the Planning Commission, when it was



suggested that a study be made of the feasibility of introducing staggered work hours in order to spread the peak loads on the subways over a longer period and thereby lessen congestion. It is understood that this matter is now under study by the Transit Authority and the City Administrator's office, and that they will in the near future present their proposals with a view to securing cooperation from major employers in the initiation of staggered work hours. This will unquestionably be a matter of concern to the Committee.





#### H. Public Improvements - Existing and Proposed

During the past quarter of a century the most significant changes in lower Manhattan have been those of a public improvement nature. These improvements have included, in approximate chronological order of completion, the following: extension of the Independent subway from Chambers Street to Boro Hall, removal of the Third Avenue El from South Ferry to Chatham Square, completion of the southerly section of the Miller-West Side Highway, Battery-Brooklyn Tunnel and garage, Battery Park reconstruction, South Street viaduct, reconstruction of the Brooklyn Bridge and approaches, renovation of City Hall, Staten Island Ferry Terminal reconstruction. In the more recent past, two public improvements have neared the point of implementation: the widening of Pearl-Water Street, for which the City's map has already been amended, and which has as its next step the acquisition of the necessary property; and the Battery Park (Coenties Slip) Houses (see Appendix A). Other improvements which have been discussed, but for which there are presently no definite plans, include: reconstruction of Fulton Fish Market; redevelopment of the Washington Market area; rehabilitation of the piers. In addition, the City will shortly auction off the Washington Retail Market; the nature of its re-use is not known.



#### IV. PROGRAM, STAFF, AND BUDGET



The first step toward formulating an appropriate program for the Committee is to identify the major developmental problems affecting the area of the Committee's operations. The data presented in this report as giving a foundation of understanding of the area rather clearly indicate that the area's problems have their key in the relationships among the uses of land that represent the various economic activities conducted in the area.

The ramifications of this key problem are found in such questions as those of: achieving the most efficient physical relationships among uses that are functionally linked by considerations of necessity or of convenience; achieving and maintaining the most effective measures of regulation for the protection of sound land use; providing for the future land requirements of the major uses in the area; correcting points of vulnerability affecting the major uses in the area; strengthening secondary uses that are appropriate to the area but that are now adversely affected by the circumstances of their situation; bringing about the replacement of uses that do not represent the optimum use of land, functionally speaking; bringing about improvements in public facilities serving the activities conducted in the area.

These generalizations come closer to earth in what would appear to be the three major aspects of the job to be done:

1. correcting causes of economic vulnerability or unnecessary costs affecting the hard core of the area that may derive from physical conditions, and assuring adequate protective measures for the hard core;





2. improving the transit, traffic, and transportation facilities serving the area.
3. redeveloping for appropriate uses and in accordance with satisfactory designs of land layout the broad peripheral belt of miscellaneous uses, obsolescent buildings, and inadequate street arrangements that surrounds the hard core.

The selection of specific work projects directed toward accomplishment of the foregoing undertakings will be a primary responsibility of the Committee once a staff has been put to work. At the start, the Committee will be dealing largely with improvement proposals already formulated (See Section III-H) for which the Committee's endorsement may be sought. In order to deal with them intelligently the Committee will need satisfactory criteria for evaluation. These will have to be largely expedient to begin with: on the one hand the facts of the situation will not be tolerant of delay while some theoretical "comprehensive program" is being prepared; on the other, the Committee certainly can not be put in the position of having to say yes or no as a matter of superficial opinion unsupported by facts that it itself has derived and thought through.

As the Committee develops the guiding information that it will need for the exercise of its judgment, it will inevitably move into the position of a participant in the formulation of improvement projects. This role of participant, with its accompaniment of support for the resulting projects and with freedom to oppose projects or aspects thereof that it deems to be unwise, would seem to be the most potent function of the Committee. This does not mean at all that, once the Committee is in full operation,



it will act only on projects that it has had a hand in initiating. In the first place, there is already a sizeable backlog of proposals for improvements in the area. Furthermore, the several public agencies having responsibilities in the area, both municipal and special authority, will continue to be prolific sources of improvement proposals. The Committee will certainly not wish to duplicate the work of these exceedingly capable agencies. But with its interest directed specifically to the improvement of lower Manhattan -- and with tremendous stakes in the outcome -- the Committee can and should work in collaboration with these agencies.

The ingredients of effective collaboration can not be drawn out of thin air. Neither will a mere array of facts about the area provide of itself any useful guide for Committee decisions. The Committee will need to be concerned with three things about any proposed improvement:

1. what other proposed or likely improvements are so closely related to the project that they must be taken into account, first, in determining its validity and, second, in planning it?
2. where will the particular project lead, developmentally speaking, either as a matter of certainty or as a likely consequence?
3. how does a series of individual projects add up as a matter of over-all development?

Appendix B indicates how these considerations apply to two proposals that have already been brought to the attention of the Committee.

In order to have a guide for its judgment in evaluating projects in accordance with the foregoing considerations, the Committee will





need to formulate definite developmental objectives, especially as applying to the peripheral belt. In other words, what should be located where in the redevelopment of this belt?

To formulate such objectives will require a clear picture of the functional interrelationships in the entire lower Manhattan area and of the land market factors operating in the area. This, in turn, will require a basic economic analysis of the area. After the setting up of a staff, the inauguration of such a study is undoubtedly the Committee's most important undertaking. Without it, the Committee will have no datum plane, as it were, on which it can stand and formulate its policies.

Such a study should be thorough. Its value will lie not alone in its final results: it will almost immediately begin to produce data that can aid the Committee in establishing the first expedient criteria for evaluation that will be needed for any intelligent action. The scope of the economic study is outlined in Appendix C.

The formulation of developmental guides becomes a key to effective action by the Committee. This approach to the problems of the area does not seek to strait-jacket the dynamics of urban development in preconceived molds; rather, it is directed toward carrying forward well-designed projects that, although they may appear to stand by themselves, are in pursuance of clear-cut and consistent objectives of community betterment.



The foregoing discussion of Committee function points toward the kind of staff that the Committee should have. The staff should include three major elements:

1. administration;
2. continuing consulting service on the planning and engineering aspects of the Committee's work;
3. special consulting services as may be needed from time to time on specific projects.

It is recommended that the full-time staff consist of a director, an assistant, and a secretary-stenographer, and that the continuing consulting service be obtained on a part-time basis. Suggested qualifications of staff are outlined in Appendix D.

The quality of the personal services that the Committee engages, full-time, part-time, and special, will determine in large measure the effectiveness with which the Committee's powerful resources of leadership can be brought to bear on the problems of the area. It seems superfluous to say that the Committee should not limit itself by being satisfied with anything less than the best.

It is recommended that the initial budget of the Committee cover a three year period. This will make possible a secure foundation for the Committee's program and will give greater assurance in the recruitment of staff. Furthermore, the economic analysis that is essential to an effective program will extend over a longer time than a single year.

Two budgetary items can not be estimated with accuracy at this time. One is the economic analysis, the cost of which will appear in negotiations with qualified firms. The other is special



consulting services, the extent of need for which will depend on the detailed work program that will be formulated after the employment of staff. With an indicated range for these two items, the following is a suggested guide for a budget for the Committee's work for an initial three year period:

|   | <u>per annum</u> | <u>3 years</u>         |
|---|------------------|------------------------|
| Salaries                                      |                  |                        |
| Director                                      | \$20,000         |                        |
| Assistant                                     | 8,000            |                        |
| Secretary                                     | 5,000            |                        |
| Consultant                                    | 10,000           |                        |
| Expenses                                      |                  |                        |
| (Office, supplies,<br>printing, travel, etc.) | <u>8,000</u>     |                        |
|   | \$51,000         | \$153,000              |
| Economic analysis                             |                  | 75,000 - 100,000       |
| Special consulting services                   |                  | <u>25,000 - 50,000</u> |
| Total   |                  | \$253,000 - 303,000    |

The foregoing is a maximum budget. With the basic economic analysis out of the way, the costs for succeeding years should be considerably less than during the initial period.

It is suggested that wide participation in both the activities of the Committee and in their financing be sought among the major interests in the area.

The use of sub-committees in the activities of the Committee is discussed in Appendix E.

The following is a summary of suggested initial procedure, apart from financing:

1. Selection of director and staff, including continuing consultant.
2. Initiation of economic analysis.
3. Initial selection of projects for action  
(after obtaining information as to all public improvement projects that are under consideration for the area).





The projects to be undertaken initially will begin to emerge as the Committee gets under way with staff. While this report obviously can not forecast the various items that should make up the Committee's initial work program, Appendix F suggests certain matters as being worthy of consideration.

There are organizations in the area that are concerned with various problems that lie within the Committee's field of interest, and there will be occasions when the Committee should team up with efforts of one or another of such organizations, preferably on an ad hoc basis.

The success of the Committee's efforts will depend, in substantially equal measure, on

1. a competent staff;
2. active participation by Committee members;
3. a program that, while looking toward the future, is directed to the accomplishment of realizable objectives.



APPENDIX A: BATTERY PARK (COENTIES  
SLIP) HOUSES - - URBAN RENEWAL PROJECT





The Mayor's Committee on Slum Clearance is actively proceeding with an urban renewal ( or redevelopment ) project known as Battery Park Houses, to be located within the 7 acre area bounded by Coenties Slip, South Street, Whitehall Street, Water Street, Broad Street, and Pearl Street, including the block between Pearl and Water, from Coenties Slip to Broad, containing Fraunces Tavern. It is understood that this project will include a number of elevator apartment buildings, containing approximately 700 units.

Pursuant to law, a hearing was held before the City Planning Commission on November 7, 1956 (Cal. No. 47) with respect to the appropriateness of adding the area involved to the Master Plan of Sections Containing Substandard and Insanitary Areas Suitable for Clearance, Replanning, Reconstruction and Rehabilitation for Predominantly Residential Use. "...The Commission determined On December 19, 1956 that the area under consideration constituted an appropriate addition to the Master Plan." In taking such action, The City Planning Commission made the following comments in its report:

The area proposed to be added to the Master Plan as new Section M-19 is occupied almost entirely by commercial and industrial buildings with a few scattered residential units within the area. Many of the buildings appear to be over 100 years old and nearly all of them are over 50 years old. Generally, these buildings are run-down, obsolescent and not designed for efficient use in modern business and industrial operations. With but a few exceptions the buildings occupy almost 100% of the lots.

With respect to suitability of the Section proposed to be added to the Master Plan for residential development, it is noted that:

(1) Information obtained from real estate sources indicates that there is a demand for residential accommodations in this vicinity, to serve the downtown financial district;



(2) If there is a demand for additional areas for redevelopment with new office, industrial and warehouse structures, the area bounded generally by Brooklyn Bridge, South Street, Coenties Slip and Pearl Street, immediately north of the section under consideration and occupied predominantly by old relatively small commercial structures, would be suitable for such redevelopment. Utilization of the small area presently under consideration for residential use would not unduly reduce the amount of land in downtown Manhattan suitable for commercial redevelopment;

(3) It is understood that the housing project contemplated within the Section under consideration will contain a high percentage of smaller apartments, to be occupied predominantly by two-person families and single persons. For this special type of residential development, the availability of schools and other community facilities needed by larger families is not essential;

(4) The area under consideration is conveniently located with respect to places of employment in the financial, insurance, waterfront and other downtown business districts and within easy access of rapid transit and arterial vehicular routes, and is consequently especially appropriate for the contemplated housing development;

(5) The proximity of Battery Park and East River will provide open views, air and sunlight necessary for good residential development.

This project has passed into the implementation stage and an initial evaluation of it is accordingly not now of concern to the Committee. Presumably the Mayor's Committee on Slum Clearance will soon issue a report setting forth in some detail the development plans submitted by a prospective developer; at such time it may be, if the Committee is staffwise and organizationally in a position to do so, that it may wish actively to participate or advise in the implementation of the development plans or modifications thereof.



APPENDIX B: POLICY CONSIDERATIONS  
IN PROPOSALS NOW BEFORE COMMITTEE





Two proposals now before the Committee illustrate the three considerations indicated in Section IV (page 3) as guides in the evaluation of an individual project, to wit: relation of that project to other improvements, developmental consequences of the project, and its relation to over-all developmental objectives.

One of the two proposals referred to relates to the possibility of redevelopment for housing purposes of some of the Washington Market area (extending both south and north of Chambers Street and thus constituting an "across the border" matter, such as referred to in Section II, dealing with the limits of the area of the Committee's activities). This proposal was set forth to the Committee as requiring some understanding with respect to proposals for pier rehabilitation along this section of the Hudson River waterfront. These proposals would affect both the traffic pattern in the area and related land use for some depth to the rear.

The other proposal was that for redevelopment for housing at Coenties Slip, as described in Appendix A. The report of the City Planning Commission on this project, pointing out that it would not materially reduce the amount of land available in this section of lower Manhattan for redevelopment for commercial purposes, indicates by implication that this particular project would not necessarily lead to a series of housing projects extending northerly to Brooklyn Bridge.

This would appear to be of major concern to the Committee. Land requirements in lower Manhattan and the economic potential of land use in the peripheral belt would make extensive development of housing in this belt of extremely doubtful wisdom. This statement is



made as an assumption: its validity must be tested in light of the developmental objectives that the Committee will establish.



## APPENDIX C: SCOPE OF PROPOSED ECONOMIC ANALYSIS





The proposed economic analysis is intended to provide a basis for the formulation of Committee development guides in respect to the future pattern of land uses in the area and in respect to public improvements in furtherance thereof. The study should provide answers to the following questions:

1. Which uses can be expected to remain in lower Manhattan and which will seek space elsewhere?
2. What types of activities may logically replace the establishments that leave?
3. What will be the consequences of (1) and (2) in respect to rents and values?

The research entailed will require a careful study of the functional linkages which now obtain among the several broad groups of economic activity in the area. The linkage study will have as its basic objective the determination of which uses in the area are so functionally interrelated as to assure their continued stability and which uses may be expected gradually to leave the area by reason of lack of functional ties and because of attraction to areas more advantageously situated for them.

The linkage study will require an inventory of all establishments - location, space use, employment, etc. - and a functional classification based on observable or otherwise determinable interrelationships. The latter aspect will also require the definition of dominant or key establishments which generate secondary establishments dependent on physical proximity for efficient operation - e.g., the Stock Exchange vis-a-vis security dealers - and will thereby identify the key elements of stability, or instability, in the area as they relate to linkage.



As another aspect of stability, account would also be taken of the quality of the physical facilities now utilized and the degree to which obsolescent buildings or inadequate access and circulation facilities tend to stimulate movement out of lower Manhattan.

A major by-product of the study will be a clearer understanding of the area's advantages, deficiencies, and needs, and thereby a basis for recommendation of improvement projects. In addition, the study will reveal such desirable features as doubtless exist for attracting other uses to the area, both to utilize underdeveloped portions and to replace any establishments that may be expected to leave. Conclusions drawn in this respect could advantageously be applied by the Committee in directing such information to potential land users.

It is probable that substantial basic work for the study has already been performed in connection with the three year regional economic study now under way by the Harvard Graduate School of Public Administration working with Regional Plan Association, and financed by the Rockefeller Brothers Fund and the Ford Foundation.

The material developed in response to questions (1) and (2) above should be translated into the likely consequences from the real estate viewpoint - i.e., the impact on rents and values of probable changes in kind, amount, and location of demand for space. This aspect of the economic analysis will require a quantitative and a qualitative inventory and analysis of present space, to the end of determining which present structures are most vulnerable to changes in market forces.



APPENDIX D: QUALIFICATIONS OF PROFESSIONAL STAFF





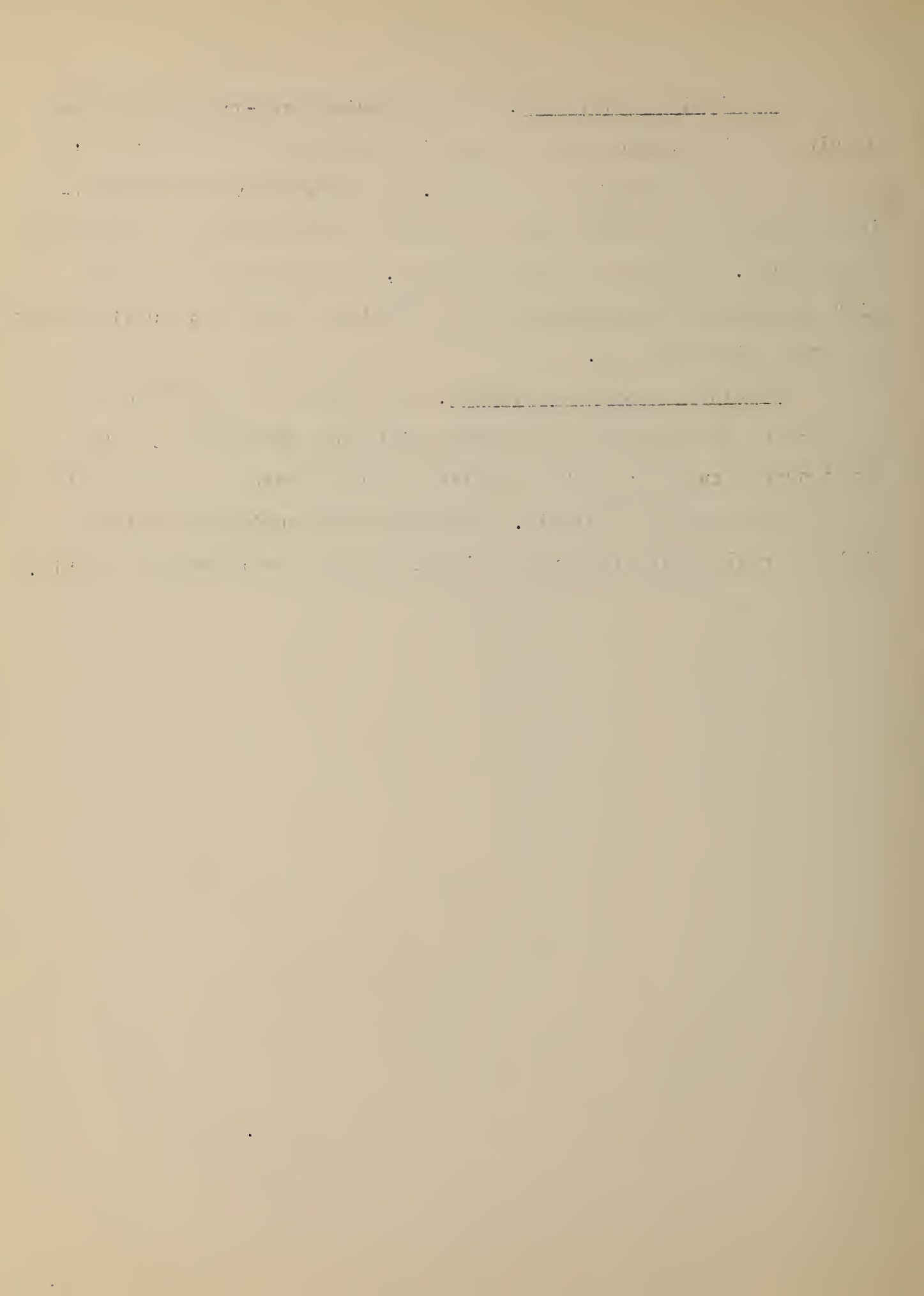
Director. The effectiveness of the Committee's work will depend to a major degree on the caliber and the personal attributes of the director. He will be responsible for seeing that the Committee's program is carried out and will be an important representative of the Committee in various civic and official contacts. He must, obviously, be both personable and articulate. He must have a deep awareness of the potentialities of the Committee's activities and a capacity for creative thinking and for leadership in the formulation of the Committee's program, but he must be coldly realistic and thoroughly efficient in carrying on the various elements of the program. He must shun personal publicity (rather, he should prefer anonymity) and he should seek publicity for the Committee or its work only in accordance with program directives as approved by the Committee. He must be able to work with and maintain the respect of the departments of City Hall and other agencies concerned with the area. If he is not specifically qualified in the field of land economics, he should at least be able to make full use of economic data in the Committee's formulation of principles to guide its program and in its evaluation of particular projects. It would be desirable if the director already had considerable knowledge of and "feel" for the area, and the confidence of major interests in the area.

Assistant. The assistant must be capable of performing a variety of tasks, ranging from making arrangements for meetings, through getting information on any of a multitude of matters, to participation in research. The latter will aid in providing a working staff tie to special projects contracted for by the Committee, notably the economic analysis of the area, and will be a means of keeping the results of any such study, once made, up to date.



Continuing consultant. The continuing part-time consulting service on the planning and engineering aspects of the Committee's work can best be rendered by one man. He should have an engineering background and should have had mature and conservative experience in planning. No less than the Director, he must be able to work with and maintain the respect of City Hall and the other public agencies concerned with the area.

Special consulting services. The nature of these services can best be determined in connection with each undertaking. The first such service that the Committee should obtain is that for the recommended economic analysis. Some firm well qualified in the field of real estate research would be the most appropriate for this.



## APPENDIX E: SUB-COMMITTEES





In order both to assure the most effective results and to make the best use of its own resources, the Committee will wish to establish sub-committees, primarily with respect to:

1. formulations of policy;
2. evaluation of specific projects;
3. consultation with officials in furtherance of projects.

It is recommended that sub-committees be named only as they are needed for specific undertakings, rather than that an array of standing sub-committees be maintained. The latter might look impressive in a publicity brochure, but there does not at present appear to be a need for any such device. It is recommended that, ordinarily, a member of the Executive Committee be included in the membership of each sub-committee, in order to keep all operations of the organization closely within the limits of determined policy. Each sub-committee should, of course, be serviced by the full-time staff.



APPENDIX F: PROJECTS FOR CONSIDERATION FOR  
INITIAL PROGRAM



The following projects appear to be worthy of consideration among those from which the Committee will make selections for its initial work program. It will be noted that the list consists largely of matters that are now under way or under consideration. This highlights the observation made in Section IV that, to begin with, the Committee's program will deal for the most part with projects that have already been initiated.

1. Such aspects of the proposed Coenties Slip redevelopment (see Appendix A) as would seem to call for Committee attention, particularly with respect to
  - (a) the traffic capacity and the appearance of Broad Street as a principal entrance to the financial district;
  - (b) appropriate setting for Fraunces Tavern;
  - (c) provision of adequate community facilities to serve the prospective residential population.
2. Redevelopment in the Washington Market area, taking into account principally the various ramifications of prospective pier rehabilitation.
3. Consideration of the future of the Washington Retail Market, now vacated as such and available for sale.
4. Consideration of the future of the Fulton Fish Market, particularly as related to redevelopment in the vicinity.
5. Waterfront improvement in general, particularly in reference to the future of the piers in various sections: rehabilitation; reconstruction; or relinquishment and replacement by other waterfront development.
6. Improvement of subway stations, with respect to lengthening the platforms, improving access, and improving appearance. The physical condition of these facilities that constitute a principal front door to the area is out of keeping with the importance of the area. The age of the subway stations is not even relieved by any aspect of quaintness: they are merely dingy and inadequate.
7. Proposals of the Metropolitan Rapid Transit Commission (which are now being formulated) to the extent that they may directly affect transit service to lower Manhattan. For example, any such possibilities among the Commission's proposals as the following would be of concern to the Committee:





- (a) for trans-Hudson traffic: some means for collector service in New Jersey that would provide a wider area of origin and destination with convenient access to the Hudson-Manhattan tubes.
- (b) for Westchester-Fairfield traffic: use of the long-proposed Second Avenue Subway for direct service to lower Manhattan from an interceptor station in the Bronx for commuter service on the New York Central and New Haven lines.

The Committee might well establish early liaison with the Rapid Transit Commission in order to have an opportunity for effective expression of its interest - and its views to the extent that these could be formulated in time - before the Commission's proposals have been finally crystallized.

- 8. Furtherance of desirable proposals for the improvement of vehicular access to the area and circulation within it, such as the Pearl Street-Water Street widening.
- 9. The appearance of the area. Lower Manhattan is an area of much inspiring magnificence; it is also an area of much ugliness and some squalor. While civic beauty should in large measure be achieved as a by-product of sound development rather than as a primary objective, the Committee will undoubtedly discover some specific undertakings in the nature of beautification projects that should claim its support. As an example, the Committee might well cooperate with efforts toward improvement of the generally undistinguished appearance of the surroundings of City Hall Park. In any event, the subject calls for systematic rather than sporadic attention.
- 10. Historical aspects of the area. These should have the attention of the Committee toward the end of
  - (a) preserving and rehabilitating structures that have historical significance, either by reason of association with important events of the past or as being representative of various phases of the city's development;
  - (b) encouraging maintenance of such of the atmosphere of early New York as can appropriately and in proper scale be made a part of modern development.
- 11. Cooperating with various educational institutions in the area in achieving the most beneficial relation of their programs to the needs of the area.



It should be emphasized that the foregoing is not set forth as constituting a program for the Committee, but merely as a list of items, without reference to sequence or relative importance, which it is suggested that the Committee consider, among others, in formulating its initial program.







